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## Implementation of integrated, coherent and coordinated support to South Sudan by the United Nations system

### Report of the Secretary-General

*Summary*

In response to a request contained in Economic and Social Council resolution 2011/43, the present report describes the achievements of and the challenges faced by the United Nations system in supporting, in an integrated, coherent and coordinated way, the Government of South Sudan during the 10 months since the independence of that new country. The report analyses the innovative mechanisms and tools used to ensure the transition from emergency relief to development and to build local capacities, in line with national priorities. It also highlights the unpredictable and changeable nature of the transition as a result of political and security considerations that, at the time of reporting, had led to major cuts in public spending and rapid change in the prioritization and sequencing of United Nations support. The report concludes with recommendations on how development actors can adjust their assistance in order to maximize, in a very difficult and unpredictable context, its potential to benefit a population that remains in dire need of both humanitarian and development support.

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# I. Introduction

1. After more than five decades of nearly continuous war, and the completion of the six-year interim period that followed the signing of the Comprehensive Peace Agreement between the Government of the Sudan and the Sudan People's Liberation Movement/Army, South Sudan became an independent nation on 9 July 2011. South Sudan was admitted into the General Assembly as the 193rd State Member of the United Nations on 14 July 2011.

2. Following the admission of South Sudan to the United Nations, the Economic and Social Council, in its resolution 2011/43, requested that the Secretary-General report on how the United Nations development system was implementing integrated, coherent and coordinated support to South Sudan, consistent with national priorities while ensuring clarity of roles and responsibilities in the implementation of United Nations operational activities.

3. Acknowledging the enormous humanitarian, peacebuilding and development challenges facing the country, and reaffirming the need to strengthen the synergy between the economic and social development programmes of South Sudan and its peace and security agenda, the Council requested the Secretary-General and all relevant organs and bodies of the United Nations system, as well as the international financial institutions and development agencies, to assist South Sudan, whenever possible, through continued effective humanitarian, peacebuilding and predictable development assistance, in conformity with national priorities, including the promotion of capacity-building in order to lay a solid foundation for long-term development.

# II. Context

4. South Sudan is one of the most underdeveloped countries in the world, and it is undergoing a difficult and complex transition after decades of war. During the six-year period under the Comprehensive Peace Agreement, from 2005 to 2011, impressive progress was made in establishing state structures. Within a few short years, 37 ministries, 19 commissions, 10 state governments, a national Parliament and 10 state legislatures were created. Rule-of-law institutions were established, and the first steps in transforming the Liberation Movement/Army into a professional force were taken. More than 2 million people returned to South Sudan, the majority of them from neighbouring countries. The number of children attending primary school doubled, measles was reduced from epidemic levels, and 6,000 km of roads were opened, although they have not yet upgraded to all-weather routes.

5. Despite those remarkable achievements, South Sudan represents one of the largest State-building challenges of our generation. Poverty is endemic, and prospects for diversified growth in the near term are minimal. None of the public infrastructure required for growth is in place. In the absence of an all-weather road system, close to 60 per cent of the country is inaccessible during the rainy season. There is no electricity grid and no nationwide energy system. Airports are substandard, and there is only limited civil aviation capacity. Although mobile telephone coverage is improving, connectivity is already at capacity. Many areas are insecure because they are largely inaccessible; state structures, including law

enforcement, have little if any capacity to gain access to them or intervene when conflict occurs.

6. At present, the living conditions of the South Sudanese people are among the harshest in the world. More than 80 per cent of the population lives on an equivalent of less than $1 per day, and a staggering one third lacks secure access to food. Only 40 per cent of the country's people have access to basic health care, and while some progress has been made in the area of immunization, fewer than 6 per cent of children are fully immunized. Despite the increase in primary enrolment, half of all children do not attend school and graduation rates for girls are among the lowest in the world. Eighty-five per cent of the South Sudanese population cannot read or write.

7. Conditions for women are particularly alarming. Ninety-two per cent of women are illiterate, and the maternal mortality rate, estimated at 2,053 deaths per 100,000 live births, is the highest in the world. Women constitute about 48 per cent of the population according to the 2008 census. Poverty is higher among female-headed households; 57 per cent of the population living in such households are poor, compared with 48 per cent of those living in male-headed households. There is a significant gender disparity in education, with the ratio of girls to boys in primary and secondary education the second and fifth worst globally, while the ratio of literate females to males between the ages of 15 and 24 is the second worst in the world.[1] A 15-year-old South Sudanese girl has a greater chance of dying in childbirth than of finishing school. Recent assessments also suggest that gender-based violence is widespread.

8. During its first year of statehood, South Sudan has suffered from a number of setbacks. Assessments by the World Food Programme (WFP) and the Government confirm that the number of food-insecure people in the new country has increased from 3.3 million in 2011 to 4.7 million (more than half of the population) in 2012; of these, 1 million are severely food-insecure. Disputes over border demarcation, the status of Abyei, conflict in Southern Kordofan and Blue Nile States in the Sudan, and oil revenue-sharing remain unresolved. Ongoing tensions between the Sudan and South Sudan have resulted in outbreaks of conflict along the border, placing hundreds of thousands at serious risk and restricting the free movement of people and goods. Border closures have led to spiralling prices for basic commodities and contributed to worsening food security. Until there is agreement on unresolved issues from the Comprehensive Peace Agreement period (including oil revenue arrangements, the status of Abyei, border demarcation and citizenship), conflict between the Sudan and South Sudan will remain a threat.

9. According to the 2008 census, the population of Southern Sudan was 8.26 million. The population is very young, with 72 per cent under the age of 30. This continues to pose challenges, as young returnees and former combatants have no automatic access to land, most of which is community-owned, and many young people own guns; hence, failure to integrate them into the economic mainstream could lead to their increased affiliation with armed militias that can offer a livelihood. Lack of sustained economic empowerment could also force young people to resort to cattle-rustling in the villages and crime in urban areas as means of wealth acquisition.

[1] According to the *Southern Sudan Centre for Census, Statistics and Evaluation*.

10. The capacity gap in South Sudan, the highest in Africa, is probably the single most important factor hindering the transition and is also one of the most difficult to address quickly and effectively. Every ministry, every state government and every spending agency suffers from a debilitating lack of qualified, competent staff. Nearly half of all civil servants in South Sudan have only a primary education, and fewer than 5 per cent have a higher degree. Public administration is hampered by bias in recruitment, with a candidate's military service often valued more highly than technical competency in competition for positions. The screening and reselection of public servants across all three tiers of government (the central, state and county levels), ordered by the President of South Sudan in November 2011, has not yet commenced, and various programmes supporting capacity-building, public service reform and the placement of skilled returnees in the civil administration have stalled.

11. The unpredictable and changeable nature of the context of the transition is highlighted by events that occurred early in 2012. The failure of the Governments of the Sudan and South Sudan to agree on oil revenue-sharing arrangements led to the decision of South Sudan on 20 January 2012 to shut down oil production. With oil revenues financing close to 98 per cent of public spending, the impact of the shutdown has been widespread. The Government imposed a 27 per cent cut on spending for the remainder of the fiscal year ending on 30 June 2012, and budget planning for the 2012/13 fiscal year assumes that those austerity measures will continue. Capital projects have been placed on hold and operating expenses cut by 50 per cent, affecting Government programmes across all sectors. The newly introduced South Sudanese pound is depreciating quickly, and inflation is rising precipitously. Unless steps are taken to restart production or cover budget shortfalls, further cuts will be required as reserves become depleted. If austerity persists and vulnerabilities increase, the development gains made over the past six years will be at risk and significant external assistance will likely be redirected towards emergency relief. Many of the country's main donors have already suggested that they are not prepared to fill the fiscal gap or support the development programmes asked for by Juba.

12. Prior to the shutdown, public spending was highly skewed. Salaries accounted for close to half of the annual budget, with salaries for defence and security forces making up two thirds of total salaries. Despite alarming health indicators, only 4 per cent of the Government's budget was allocated to health, far below regional levels and insufficient for the investment necessary to upgrade the health system. The new country depends on high levels of international assistance. In 2011, development partners committed $1.9 billion, representing a quarter of the total budget of South Sudan. Basic services are disproportionately funded by international partners, and non-governmental organizations, funded by donors, continue to deliver 80 per cent of basic health services.

13. As a result of decades of warfare, South Sudanese society remains highly militarized. In the 10 months since independence, violent intercommunal conflict, often fuelled by non-State armed militias, has led to significant loss of life and destroyed the livelihoods of hundreds of thousands across the new country. Tribal affiliations dominate the culturally diverse society of South Sudan. The absence of a strong national identity, combined with traditional practices such as cattle-raiding and a scarcity of resources including water, are important factors in the continuation of internal conflicts. Although the Government has embarked on a disarmament

campaign, arms are widely available throughout the country. Landmines remain a significant problem, and, in a particularly worrisome development, anti-personnel landmines have been newly laid along transport routes in Unity and Upper Nile States and parts of Jonglei State.

14. Corruption has an impact on virtually all levels of government, and accountability mechanisms, where they exist, have so far been unable to deter the misuse and mismanagement of public resources. South Sudan has impressive natural resources, in particular oil, although oil production is currently shut down, as noted above. When oil production starts again, the challenge will be to organize the Government, infrastructure and the legal system during the transition to ensure that the wealth of the country can be tapped and distributed in a way that benefits the people as a whole and addresses human development needs.

## III. Planning for the transition from relief to development

15. The highest priority for the United Nations agencies, funds and programmes in South Sudan during the first critical years of statehood is to support the new country's transition in a way that simultaneously protects people from further vulnerabilities and helps the Government to lay the groundwork for successful State-building.

16. This requires a balanced approach across humanitarian action and support for development. Sequencing the shift from relief to development is difficult, however, and experiences around the world in this regard show that improvements can be made in the type and scope of the support that United Nations country teams provide to Governments in transition. In the case of South Sudan, United Nations agencies, funds and programmes have worked with partners to develop an approach that envisions a graduated shift from directly providing life-saving services to working under the leadership of and in partnership with national authorities as they develop systems and capacities.

17. Recognizing that any expectation that humanitarian relief can be downsized in the early years of the new State is unrealistic, especially given the current volatile context, the United Nations country team will be delivering humanitarian assistance at the same time as fast-tracked transformative development programmes are being scaled up across the country. By simultaneously doing both, the country team seeks to reduce vulnerability, consolidate peace dividends, avoid long-term reliance on relief and lay the foundations for sustainable development. As the transition progresses and the new State increases its capacity to manage and deliver public goods, the intention of the United Nations country team is to reduce its humanitarian assistance and eventually withdraw from providing it.

### Applying lessons learned

18. In the lead-up to independence, the United Nations development agencies undertook a rigorous analysis of their prior engagement in South Sudan to ensure that their transition programming during the first years of statehood was relevant and targeted to conditions in the new country. After carefully evaluating the lessons learned, the United Nations country team agreed that:

(a) Supporting a transition as complex and difficult as that of South Sudan requires the United Nations system to focus on a limited number of simple, transformative programmes that can be scaled up;

(b) The pace and sequencing of the transition in South Sudan will depend on a number of interlocking factors, including existing State capacity, potential for economic growth and the political and security environment; by planning and designing interventions jointly, humanitarian and development agencies can effectively sequence strategies to prevent communities not only from becoming more vulnerable, but also from becoming dependent on international aid;

(c) The non-linear nature of the transition requires the United Nations system to simultaneously deliver humanitarian and development assistance to protect populations from further vulnerabilities at the same time as the Government is being helped to establish the conditions necessary for successful State-building;

(d) Mitigating risks to populations during the transition requires the United Nations system to invest in local capacities for early warning, preparedness and response and in building the resilience of communities to enable them to cope with shocks;

(e) Although separate principles and separate strategic and priority-setting processes guide humanitarian engagement and development engagement, the two processes need to be pragmatically linked in order to avoid uncoordinated, parallel planning and financing that results in competing objectives, contradictory priorities and strategic incoherence and that impedes the transition;

(f) United Nations agencies, funds and programmes cannot act alone during the transition; international actors, including the United Nations system, need to agree on a strategic framework driven by national strategies and based on harmonized needs assessment and planning, and they need to adopt flexible, rapid and predictable funding for countries emerging from crisis.

Box 1

**A comprehensive approach to improving food security in South Sudan**

WFP has adopted an integrated approach to its humanitarian and development efforts in South Sudan. The aim of the approach, which is aligned with the Comprehensive Framework for Action established by the High-level Task Force on the Global Food Security Crisis, led by the Secretary-General, and with the principles agreed at the World Summit on Food Security, held in Rome in November 2009, is to help communities make the transition from aid dependency to resiliency. The approach includes school-feeding programmes, nutritional support and food-for-assets initiatives that provide short-term food assistance while also supporting the creation of conditions necessary for peace, stability and economic development.

WFP is helping to strengthen food security by linking the system for procuring relief food supplies to a longer-term strategy for building Government capacity to respond to emergencies. The establishment of a strategic grain reserve will help to deal with volatile agricultural

commodity markets by allowing the Government to purchase food commodities when there is a market surplus and to distribute them during shortages. By supporting the construction of feeder roads, storage depots and warehouses, WFP will help to improve smallholders' access to markets, reducing price volatility for producers and encouraging small-scale agricultural investment. Many of these interventions are designed to specifically support women small-scale farmers. In addition, women will make up at least 30 per cent of the Government staff who will be trained to manage the grain reserve system.

To guide longer-term planning for the agricultural sector, the Food and Agriculture Organization of the United Nations (FAO) is providing technical assistance to the Government in the formulation of a comprehensive agricultural development master plan linked to a country-level paper that will guide the implementation of the Comprehensive Africa Agriculture Development Programme. The paper will cover four pillars — land and water management, market access, food supply and hunger, and agricultural research — and will identify national priorities for agricultural investment, which in turn will inform the Intergovernmental Authority on Development (IGAD) regional compact and investment plan under the Programme. The United Nations country team will also take forward the recommendations contained in *Africa Human Development Report 2012: Towards a Food Secure Future*, published on 15 May 2012.

## IV. Alignment of United Nations plans with national development priorities

### South Sudan Development Plan 2011-2013

19. In the lead-up to independence, the Government worked closely with development partners, including the United Nations country team, to prepare the first South Sudan Development Plan. The Plan covers the period from 9 July 2011 to 2013 and also serves as an interim poverty reduction strategy paper to guide the engagement of the international financial institutions until a full five-year strategy paper has been formulated. The Plan identifies key development objectives for the new country in four priority areas: (a) governance; (b) economic development; (c) social and human development; and (d) conflict prevention and security. Developed during a consultative process involving hundreds of Government officials and partners at all levels, the Plan sets out more than 80 development objectives, with respect to which 20 programmes have been identified as high priorities and 5 as peacebuilding priorities.

20. The South Sudan Development Plan also forms the basis of the Government's budget planning process and serves as the framework for sector aid financing strategies. In support of this, the Government and partners are starting to formulate the country's first medium-term expenditure framework, which will detail the financial contributions of the Government and partners towards the implementation of the Plan. Given the oil shutdown and related austerity measures, combined with

the fact that major donors have stated that they will divert funding towards life-saving humanitarian efforts, the implementation of many components of the Plan may be stalled.

**United Nations Development Assistance Framework for South Sudan 2012-2013**

21. In support of the South Sudan Development Plan, the United Nations country team has collaborated with the Government and development partners to prepare a United Nations Development Assistance Framework. Adopted in October 2011, the Framework is fully aligned with the Plan and responds to the new nation's immediate transitional priorities. A key aim of the Framework is to assist the Government in asserting greater ownership and accountability for the development process and to help authorities put in place the necessary structures that will reduce aid dependency in the longer term. Under the Framework, the country team will assist the Government in reinforcing core governance functions, building service delivery systems, improving food security, reducing community conflict and increasing access to justice in an equitable way across all 10 of the states of South Sudan.

Box 2
**Key outcomes of the United Nations Development Assistance Framework**

1. Core governance and civil service functions are established and operational. This outcome will directly contribute to the main objective of the governance pillar of the South Sudan Development Plan. At the request of the Government, the United Nations country team will focus on capacity development and core governance functions.

2. Chronic food insecurity is reduced, and household incomes increase. This outcome will directly contribute to the main objective of the economic development pillar of the South Sudan Development Plan. At the request of the Government, the United Nations country team will focus on fostering inclusive and pro-poor growth and reducing food insecurity.

3. Key service delivery systems are in place, laying the groundwork for increased demand. This outcome will directly contribute to the main objective of the social and human development pillar of the South Sudan Development Plan. At the request of the Government, the United Nations country team will focus on building delivery systems to expedite the transition from externally provided services and establishing social safeguards for the poorest and most vulnerable.

4. Violence is reduced, and community security improves. This outcome will directly contribute to the main objective of the conflict prevention and security pillar of the South Sudan Development Plan. At the request of the Government, the United Nations country team will focus on accelerating disarmament, demobilization and reintegration and reducing community violence.

5. Access to justice and the rule of law improves. This outcome will directly contribute to the priorities identified in the rule-of-law component of the conflict prevention and security pillar of the South Sudan Development Plan. At the request of the Government, the United Nations country team will focus on improving access to justice and strengthening the administration of criminal justice.

**Support for the Government's 100-day campaign**

22. On 8 August, the President of South Sudan, Salva Kiir, addressed the joint inaugural session of the National Legislative Assembly and the Council of States, and called for a campaign to achieve concrete deliverables during the first 100 days of the new Government. The 100-day campaign identified priority objectives set out in the South Sudan Development Plan in the areas of education, health care, infrastructure development, the rule of law, security sector reform, and transparency and accountability. In support of the campaign, the United Nations country team and other partners supported the Government in fully delivering or exceeding 70 per cent of those commitments. Examples of achievements accomplished during the first 100 days include:

(a) In support of education, 29 new primary schools and 4 new secondary schools were under construction during the 100-day period, with partner support for the Ministry of General Education and Instruction and the Ministry of Higher Education, Science and Technology facilitated by the United Nations Children's Fund (UNICEF) and with construction managed by the United Nations Office for Project Services;

(b) In support of improved child health, 3,241,178 children were vaccinated against polio and more than 600,000 were vaccinated against measles during the 100-day period, with partner support for the Ministry of Health facilitated by the World Health Organization (WHO);

(c) In support of maternal health, 47 new community midwives graduated and were deployed during the 100-day period, with partner support for the National Health Training Institute facilitated by the United Nations Population Fund (UNFPA);

(d) In support of the rule of law, 54 new police stations and police posts and four new prisons were opened during the 100-day period, with partner support for the Police Service and the Prison Service facilitated by the United Nations Development Programme (UNDP).

**United Nations peacebuilding support plan**

23. In accordance with Security Council resolution 1996 (2011), which specifically requests the Special Representative of the Secretary-General for South Sudan and the United Nations Mission in South Sudan (UNMISS) to work with the Government of South Sudan, the United Nations country team and bilateral and multilateral partners, including the World Bank, to develop a peacebuilding support plan, the United Nations country team, under the guidance of the Deputy Special Representative of the Secretary-General, has thus far played the leading role in the

preparation of an integrated strategic plan to support the consolidation of peace in South Sudan. In accordance with the principle of national ownership, the priorities set out in the peacebuilding support plan are drawn directly from the four pillars that constitute the South Sudan Development Plan, as well as from key political transition processes provided for in the Transitional Constitution of South Sudan.

24. The aim of the Organization's support plan is to assist the Government in responding to immediate peacebuilding priorities by building and strengthening its capacity to manage conflict and lay the foundations for sustainable peace. Building on the report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304), the support plan will identify specific measures, set out in a results matrix, that the United Nations country team, UNMISS and key partners will take to help reduce the risk of lapsing into conflict.

25. These measures are grouped into the five peacebuilding and State-building goals internationally agreed at the Fourth High-level Forum on Aid Effectiveness, held in Busan, Republic of Korea, in November and December 2011, where the Group of Seven Plus fragile States, along with key bilateral and multilateral partners, endorsed the New Deal for Engagement in Fragile States. The goals include: (a) supporting legitimate politics by fostering inclusive political settlements and conflict resolution; (b) improving security by strengthening people's security; (c) promoting justice by addressing injustices and increasing people's access to justice; (d) laying economic foundations by generating employment and improving livelihoods; and (e) supporting basic services by building Government capacity to manage revenues and establish accountable and fair service delivery systems. The support plan outlines 42 peacebuilding activities, of which 15 have been identified as fast-tracked priorities for rapid implementation. While the objectives and needs identified in the peacebuilding plan will remain valid, the security and economic situations have forced a reassessment of the plan's implementation timelines. Objectives and needs will therefore have to be reprioritized, and implementation timelines will shift.

**Strengthening Government leadership in the coordination of partner support**

26. The new aid strategy of the Government of South Sudan, which is included in the South Sudan Development Plan and was finalized as a stand-alone policy in October 2011, provides guidance on aligning development assistance with Government priorities and identifies capacity-building as one of the Government's highest priorities. The strategy is aimed at reducing fragmentation, lowering transaction costs, improving coordination and encouraging partners to reduce the use of parallel projects. It endorses pooled funds and sector-based approaches, and requests that aid: (a) be aligned with overall governmental and sectoral policies and plans; (b) be managed by Government institutions and use Government systems; (c) be aligned with the Government's budget cycle and channelled through public financial management systems; (d) support institutional capacity and systems; (e) be oriented towards the achievement of outcomes; and (f) be provided coherently.

27. The United Nations country team continues to support Government efforts to strengthen aid coordination. The United Nations Resident Coordinator, UNDP and UNICEF participate in the Quarterly Government-Donor Forum, established under the aid strategy, at which strategic budget and aid coordination issues are discussed. UNDP provides extensive technical assistance to help strengthen the Government's

budget process at the national and state levels. UNDP has also supported the design and implementation of the Government's aid information management system, which is aimed at improving partner transparency and accountability and is currently being rolled out to include all development partners, including United Nations agencies, funds and programmes.

28. As part of ongoing efforts to strengthen sectoral coordination and accelerate the transition from humanitarian aid, the Government's existing budget sector working groups are being transformed into sector-wide approaches. In support of Government leadership, each working group is co-chaired by a development partner, which is responsible for helping to coordinate partner contributions to policy discussions and planning processes, including with respect to the 2012-2013 budget. UNDP is the Co-Chair of 2 out of the 10 working groups, on public administration and rule of law, and UNICEF is supporting the donor Co-Chair in a third working group, on social and humanitarian matters. On the basis of their mandates and areas of competence, United Nations agencies, funds and programmes are participating in each of the relevant working groups and are helping to develop Government-led policy as a step towards the establishment of sector-based approaches.

29. Consistent with the objectives of the aid strategy, the United Nations country team also supports the development of harmonized modalities that will permit the closer alignment of international assistance with Government systems. UNDP and the World Bank are jointly supporting the development of the Local Services Support Aid Instrument, one of two priority aid instruments outlined in the Government's aid strategy. At present, the United Nations manages three pooled funds designed to support the implementation of transitional priorities, and efforts are already under way to design a new generation of joint programmes and pooled funds to support the closer alignment of external assistance with Government policies and structures.

Box 3
**South Sudan Recovery Fund**

The South Sudan Recovery Fund, a pooled fund administered by UNDP, helps to bridge the gap between life-saving humanitarian interventions and longer-term development by helping the Government respond to a unique set of issues during the post-independence transition. During the Comprehensive Peace Agreement period, the South Sudan Recovery Fund was one of the only instruments that supported Government-led stabilization activities at the state level. In response to changing conditions on the ground, the Fund is being restructured to support: (a) stabilization projects identified by local communities and their leaders in selected conflict-prone counties; (b) key deliverables in the United Nations peacebuilding support plan; and (c) key components of state reintegration plans for returnees.

To help provide support for the 375,000 people who have returned to South Sudan over the past 18 months, each of the country's 10 states has formulated a comprehensive state reintegration plan, supported by the United Nations country team and based on assessments conducted in more than one third of the country's communities. Although each state government has already allocated funding for these plans from its budget,

urgent international assistance is required to ensure that returnees receive help with reintegration.

The management structure of the Fund has been created to ensure national ownership and leadership, and to facilitate local partnerships and resource mobilization at subnational levels of government. As a pooled funding instrument, the Fund helps to reduce transaction costs for the Government and recipients, and provides strategic cohesion and programmatic harmonization for engagement on transitional issues.

30. In accordance with the Government's aid strategy, and as part of ongoing efforts to lay the groundwork for eventual budget support, UNDP and other partners are helping to strengthen accountability mechanisms and increase the confidence of development partners in governmental systems. In support of the South Sudan Anti-Corruption Commission, UNDP is supporting the finalization of legislation, strengthening the prosecutorial function of the Commission and assisting the Government in analysing options for the establishment of an anti-corruption court. In addition, the United Nations country team is moving forward with a harmonized approach to cash transfers, which uses a single approach for assessing partners' fiduciary systems and, on the basis of the assessments made, developing strategies for managing risks associated with the transfer of cash to each partner, including Government spending agencies. As a practical tool for helping to manage and reduce fiduciary risk, the approach is aimed at rapidly building confidence in national systems.

**Strategic prioritization in the context of emerging challenges and threats**

31. Although the South Sudan Development Plan identified the key development outcomes that the Government intended to achieve during the first years of statehood, the unpredictable and changeable nature of the transition, including ongoing tensions with the Sudan and fiscal austerity resulting from the shut down of oil production, has meant that further prioritization and sequencing is necessary to address rapidly emerging challenges. The United Nations development system is helping the Government to develop a three-tiered approach to prioritizing and fast-tracking in the current context, focused on deliverables and priorities set out in the Plan that: (a) enable State take-off and development; (b) consolidate peacebuilding; and (c) accelerate State-building: .

(a) Enabling deliverables set out in the South Sudan Development Plan are being fast-tracked through the South Sudan Development Initiative 2012-2020, a joint initiative of South Sudan, the NEPAD Planning and Coordinating Agency, the Economic Commission for Africa (ECA) and UNDP, within the framework of the African Union. Launched in September 2011, the Initiative is focused on removing key obstacles to development and is mobilizing resources from regional partners for capacity and infrastructure development to facilitate economic growth and service delivery. ECA and UNDP are working closely together in providing technical and financial support for the formulation of the Initiative and the related priority action plan;

(b) Peacebuilding deliverables set out in the South Sudan Development Plan are being assessed through the United Nations South Sudan peacebuilding support plan, keeping in view the country's changing security and economic environment;

(c) State-building deliverables set out in the South Sudan Development Plan are being fast-tracked through a second generation of the core governance functions framework. Building on the first phase, which was focused on immediate priorities in the lead-up to independence,[2] the second phase will support priority deliverables in the context of severe fiscal austerity. The United Nations country team will support the Government in rapidly and realistically prioritizing measures that will help to mitigate the impact of the crisis on the most vulnerable people and preserve core State functions.

32. The New Deal for Engagement in Fragile States, which the Government of South Sudan has volunteered to pilot, calls for the development of a compact as a short-term transitional mechanism to guide the implementation of national priorities. Together with a mutual accountability framework, the three sets of priority deliverables are expected to form the basis for a compact between the Government and its partners. In support of the compact and other measures to address fragility, and in an effort to help strengthen confidence in the Government on the part of communities and partners, the United Nations country team is continuing to help the Government to improve accountability and oversight mechanisms and to formulate pro-poor, evidence-based plans.[3]

## V. Support for capacity development

33. In both the South Sudan Development Plan and its aid strategy, the Government identifies capacity-building as one of its highest priorities. The Plan includes a medium-term capacity development strategy, which identifies critical institutional capacity needs required to implement the Plan and meet the essential requirements for viable statehood. The development of a capacity development protocol under the strategy, a process that is being led by the Government with support from UNDP, is aimed at improving the coordination and the effectiveness of capacity development efforts in South Sudan. Drawing on lessons learned by other countries undergoing intensive State-building and capacity-building, including Timor-Leste and Mozambique, the protocol will include guidelines on the use of technical advisers, the importance of mutual accountability between advisers and counterparts, and best practices on mentoring and capacity placement.

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[2] In the lead-up to independence, the Government and international partners focused on establishing a highly prioritized set of core governance functions. Drawing on a United States Government-supported analysis of Government functionality and studies conducted by the United Nations, the then semi-autonomous Government of Southern Sudan developed a plan for putting in place 19 core functions essential for ensuring the sustainability of Government in the South following the Comprehensive Peace Agreement period. More than $70 million in partner support was mobilized to help establish essential functions in the areas of executive leadership, the security sector, the rule of law, fiduciary management, public administration and natural resources.

[3] UNDP supports the strengthening of legislative oversight systems, the capacity-building of anti-corruption and audit functions and the strengthening of the voice of civil society, especially women's groups, in key legislative processes.

34. Concerned that the size of the country's capacity gap will have a negative impact on development for generations, the Government and the United Nations country team are developing innovative capacity enhancement approaches based on South-South cooperation that can be implemented rapidly and can be scaled up. After reviewing the record with regard to the use of early technical assistance modalities, the Government has indicated that its preferred mode for capacity-strengthening and skills transfer is South-South mentoring. The aim of these efforts, which are being facilitated by UNDP, is to simultaneously establish Government functions and build local capacities through on-the-job mentoring. Consistent with the priority actions outlined in the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527), submitted to the General Assembly at its sixty-sixth session, and as highlighted therein, the United Nations country team is building partnerships with regional governments and organizations. Through those partnerships, public administrators and technical experts are embedded in government offices where they help to mentor South Sudanese at the national and subnational levels.

Box 4
**South-South partnerships for civilian capacity enhancement**

Under the rapid capacity placement initiative of UNDP, 120 United Nations volunteer specialists have been embedded in public sector offices and agencies, mostly at the state level, since the launching of the initiative in 2009. The cadre of United Nations volunteers includes economists, statisticians, revenue specialists, accountants, public sector reform specialists, human resources management specialists, organizational development specialists, urban planners, information and communications technology specialists, civil engineers, lawyers, and peace and community security specialists. While embedded, the volunteer specialists help to cover key capacity gaps, improve service delivery and roll out government systems. In a complementary initiative supported by UNFPA, more than 20 United Nations volunteer midwives from neighbouring countries are embedded in health systems in all 10 states to boost access in order to ensure skilled birth attendants and provide capacity-building and mentoring support to community midwives and traditional birth attendants.

The following is a snapshot of key results of the rapid capacity placement initiative in the area of public financial management:

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| Evidence-based planning and budgeting systems have been established in all 10 states | • State workplans and budgets for 2011 are completed, and 9 have been approved by state assemblies<br>• State medium-term strategy plans are being prepared<br>• Socioeconomic statistics are being used in planning and target-setting |

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|---|---|
| Financial accountability mechanisms are being established in all 10 states | • Regular and timely (monthly, annual) state expenditure reports are being prepared in 7 states<br>• Internal audit units have been established in 4 states |
| Systems for generating revenue have been established and strengthened in 5 states | • State revenue collection has increased by an average of 138 per cent in 5 states<br>• State revenue authorities have been established and strengthened<br>• Revenue-generation strategies have been developed |
| Urban planning capacities are being built in the states with the highest numbers of returnees | • State urban management plans and policies have been developed, and regulatory frameworks have been improved<br>• 28,000 new residential plots have been surveyed and demarcated for returnees and local residents |

Under the IGAD Regional Initiative for Capacity Enhancement in South Sudan, launched in January 2011, 200 experienced civil servants from three IGAD member States (Ethiopia, Kenya and Uganda) are being deployed to core ministries. IGAD civil servants are "twinned" with South Sudanese civil servants to provide direct on-the-job mentoring, training and skills transfer. UNDP provides support to the South Sudan Ministry of Labour, Public Service and Human Resource Development in the management of the initiative. In a report published in *African Security Review* in February 2012, the coaching and mentoring approach was described as a new instrument in the toolbox of State-building.

Building on the successes of the IGAD civil servant deployments, the African Solidarity Initiative of the African Union, which has commenced since independence, will deploy up to 1,000 technical experts from African Union member States in the South Sudanese public service, with a target of 75 deployments during the first year. As in the IGAD Initiative, UNDP will support the South Sudan Ministry of Labour, Public Service and Human Resource Development in the management of the African Union initiative. A strong focus will be placed on the strengthening of core governance functions, with a particular focus on the sourcing of candidates from countries that have demonstrated good practices in the strengthening of accountability and oversight institutions.

Through these three UNDP-supported initiatives, more than 250 technical staff drawn from the region have already been embedded in government ministries at the national and state levels.

35. Over the long term, addressing educational needs at all levels will also be necessary to support capacity development. United Nations partners are working to

increase access to and the quality of education at all levels and in both formal and non-formal settings. The United Nations Educational, Scientific and Cultural Organization (UNESCO) and UNICEF are already supporting the Ministry of General Education and Instruction in developing comprehensive and relevant educational materials related to literacy, life skills, psychosocial support, peace education and HIV/AIDS.

36. UNEP, FAO and UNDP are working with the Ministry of Agriculture and Forestry to define options for forest sector support. This includes land-cover mapping, governance support, first steps in the implementation of the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, and promoting an ecosystem-based approach to natural resources management. UNEP is also working with the Ministry of Environment to streamline waste management into the delivery of urban services to a large part of the population.

**Support for the establishment of national data collection and monitoring systems**

37. In support of the Government's efforts to plan appropriate strategies and monitor progress against the objectives laid out in the South Sudan Development Plan, the United Nations country team continues to help to strengthen national statistical systems. UNFPA will support the Government in undertaking its first census following independence, which will provide data for measuring progress against national development objectives and the Millennium Development Goals and will serve as the basis for evidence-based policy formulation. UNDP previously provided assistance for the publication of the 2009 South Sudan national poverty report and two annual statistical yearbooks. UNDP is providing technical support to the National Bureau of Statistics to assist with the estimation of national accounts and the design of surveys, as well as with data processing and analyses. UNDP is also helping the Government to publish inflation data on a regular basis.

38. Within sectors, United Nations agencies are assisting ministries in improving systems for the estimation of key indicators linked to the benchmarking of progress against the South Sudan Development Plan and Millennium Development Goals:

(a) UNICEF, UNFPA and WHO are providing technical support to the Ministry of Health in the establishment of health and information systems, including those relating to infant, child and maternal health;

(b) UNICEF and UNESCO are supporting the Ministry of General Education and Instruction and the Ministry of Higher Education, Science and Technology in strengthening the education management information system and ensuring that data on all levels of education are collected;

(c) WFP, FAO and the South Sudan Food Security Technical Secretariat are providing training on data collection and analysis to the Ministries of Agriculture and Forestry; Animal Resources and Fisheries; Water Resources and Irrigation; Environment; Commerce, Industry and Investment; and Finance and Economic Planning, and are also training officials at the county level to conduct such analysis;

(d) UNDP is assisting the Government in developing institution-specific case management and tracking systems for the judiciary of South Sudan, the Ministry of Justice, the Police Service and the Prison Service in order to identify key bottlenecks in the criminal justice system. UNDP is also supporting the South Sudan

Police Service in collecting and disseminating national crime statistics to allow for accurate crime-mapping and more efficient and targeted interventions;

(e) As part of civil registration, UNICEF is supporting the development of a birth registration system as a key component of support for the development of child protection systems.

## VI. Coordination within the United Nations system

39. Following the independence of South Sudan, a United Nations country team and a Resident Coordinator's Office in Juba were established. The United Nations country team in South Sudan comprises 22 agencies, funds and programmes. The Resident Coordinator's Office and the United Nations country team coordinate closely with government at both the central and state levels to ensure that United Nations development assistance is aligned with government priorities. The development of the "light-touch" United Nations Development Assistance Framework to guide rapid support for the implementation of the South Sudan Development Plan was the first major accomplishment of the United Nations country team and was completed four months after independence.

40. The United Nations country team's programme management team is leading the coordination and monitoring of strategic programmatic action, including a focus on joint programmes through which the United Nations development system will support the Government in delivering on its objectives and developing a common United Nations Development Assistance Framework monitoring and evaluation framework. Key joint programmes include initiatives aimed at increasing youth employment in fragile areas as well as a new United Nations joint programme of support on HIV/AIDS. The programme management team is also responsible for developing a common monitoring and evaluation framework for the implementation of the United Nations Development Assistance Framework.

41. In support of the "Delivering as one" agenda, the United Nations country team's operations management team is establishing common operational systems in key areas to streamline the coordination of programme delivery, improve efficiency and reduce transaction costs for partners. As part of efforts to improve efficiencies across the United Nations system, United Nations agencies, funds and programmes are establishing common premises with UNMISS at the field level. Likewise, ECA has channelled its financial contribution to the formulation of the South Sudan Development Initiative through the Juba office of UNDP, which will be administering the funds. The global independent evaluation of lessons learned from the "Delivering as one" initiatives is expected to provide useful recommendations to guide the further streamlining of United Nations operations in South Sudan.

42. In recognition of changing circumstances and the increasing fragility of South Sudan, the United Nations country team's programme management team and operations management team have formulated a contingency plan during the first months of 2012. The process builds on the United Nations Development Assistance Framework risk assessment and includes a reprioritization of the Framework to ensure appropriate support for the implementation of the South Sudan Development Plan in the light of the Government's reduced capacity to support planned activities and the potential political, security, economic and social impacts of the shutdown.

**Coordination in support of peace consolidation**

43. Wearing the additional "hat" of Deputy Special Representative of the Secretary-General, the Resident Coordinator facilitates coordination between the United Nations country team and UNMISS on the development of integrated strategic strategies for supporting peace consolidation. To ensure appropriate integration and system coherence, the United Nations country team and UNMISS participate in joint strategic and working groups, and joint workplans are being developed in areas where the Mission's mandate overlaps with the development programmes of the teams, including those relating to the rule of law and disarmament, demobilization and reintegration. To ensure system-wide efficiency and effectiveness, the joint workplans are based on comparative advantages and existing civilian capacities.

44. As part of efforts to consolidate peace throughout South Sudan, UNMISS is establishing county support bases to extend its presence in areas where conflict and instability are considered a high risk and to strengthen its support for Government efforts to consolidate peace and security in those areas. With support from UNDP for their construction, UNMISS plans to establish county support bases across the country, which will add to its established presence in each of the 10 state capitals. The bases will include a platform for use by the United Nations country team and other development partners to help deliver stabilization and peacebuilding activities. As part of efforts to ensure system-wide coherence in support of peace consolidation, many of the priority deliverables outlined in the United Nations South Sudan peacebuilding support plan are focused on counties that will host support bases.

45. The quick-impact projects of UNMISS are being designed and implemented in partnership with the United Nations country team and other partners to ensure complementary support for stabilization and development at the county level. Under the first group of quick-impact projects, the United Nations Human Settlements Programme is delivering piped water treatment and supply systems in small urban areas in four states.

**Coordination with the international financial institutions**

46. South Sudan joined the World Bank and the International Monetary Fund on 18 April 2012. Its membership paves the way for a new phase of technical and financial support from the international financial institutions, as the World Bank's Multi-Donor Trust Fund for Southern Sudan, established to support recovery and development programmes following the signing of the Comprehensive Peace Agreement, draws to a close. The Government has also signed a general cooperation agreement with the African Development Bank (on 24 September 2011), pending full membership.

47. Through the Inter-Donor Coordination Forum, which brings together traditional and non-traditional development partners and is co-chaired by the United Nations Resident Coordinator and the World Bank country manager, information and analysis are shared in order to establish a common understanding of emerging issues and developments. United Nations agencies, funds and programmes were major partners of the Government and the World Bank in the implementation of Multi-Donor Trust fund projects during the Comprehensive Peace Agreement period and have delivered Fund projects worth around $181 million. The United Nations development system will continue to coordinate with the international financial

institutions, including the International Monetary Fund and the African Development Bank, as they expand their development engagement in South Sudan and will accelerate efforts to identify areas of comparative advantage and potential collaboration.

## VII. Challenges and recommendations

48. **Given the importance of State capacity in economic and social transformation, including policymaking and implementation, the international community should be encouraged to increase support for Government capacity-building in identifying and addressing key institutional and policy obstacles to development.**

49. **Recognizing the changing and unpredictable political, economic and security context in South Sudan, United Nations development partners should be encouraged to retain the flexibility needed to respond to new challenges as they arise. The oil shutdown and the escalation of conflict between the Governments of the Sudan and South Sudan highlight the urgent need to prioritize the efforts of the United Nations system to ensure that it is concentrating its efforts on interventions that will minimize fragility. In response to the Government's austerity measures, the United Nations development system and other partners should be encouraged to assist the Government in focusing its priorities and should consolidate resources by concentrating on a limited number of transformative programmes that are aligned with those priorities and can be scaled up. Donors are strongly encouraged to stay the course and to remain committed to strengthening strong independent institutions in South Sudan instead of moving all resources out of State-building and development and into humanitarian activities.**

50. **Recognizing that development partners risk overwhelming the new State and dissipating the impact of their engagement if they seek to do too many things at once and with too many modalities, international partners, with support from the United Nations country team, should be disciplined in sequencing and prioritizing the development of new strategies and programmes, ensuring that they are relevant and aligned with the priorities of the Government. Partners should be encouraged to coordinate even more closely on strategy design and implementation.**

51. **The United Nations country team should continue to harmonize its processes by implementing relevant aspects of the "Delivering as one" agenda. Given the scale of the challenges in South Sudan, the piloting and field testing of new policies should be weighed against the anticipated transaction costs and should generally be kept to a minimum.**

52. **Bearing in mind that UNMISS is an integrated mission designed to consolidate peace and security and to help establish conditions for development, it is essential that the good start made by the United Nations system in providing integrated support to the Government of South Sudan at the technical and operational levels be complemented by strong, integrated policy support and guidance at the intergovernmental level by the two principal bodies, the Economic and Social Council and the Security Council, within their respective mandates and competencies.**